

## Chapter 2 Situation Regarding Implementation of Measures for the Aging Society

### Section 1 Fundamental Framework of Measures for the Aging Society

The basic framework of national measures for the aging society is based on the Basic Act on Measures for the Aging Society (Act No. 129, 1995).

The Prime Minister is the chairperson of Aging Society Policy Council and all Cabinet Ministers are appointed as members of the council. They draft the fundamental principles of measures for the aging society, make necessary adjustments to the relationships between related administrative agencies in implementing measures for the aging society, discuss important issues on measures for an aging society, and promote implementation of those measures.

The government is required to formulate an outline of measures for the aging society based on the Basic Act on Measures for the Aging Society. It serves as a mid- and long- term basic yet comprehensive guideline to government measures against the aging society.

As 5 years have passed since the initial Outline of Aging Society Measures was drawn up in July 1996, a second outline was prepared and approved in a Cabinet meeting on December 28, 2001. As 10 years have passed since then, the general politics measurement for the aged society was adopted by the Cabinet on September 7, 2012 through the preparation of a draft by the Aging Society Policy Council.

For comprehensive promotion of measures based on the basic principle of the Basic Act on Measures for the Aging Society, we will promote measures for the aging

society based on the following 6 fundamental thoughts:

- Change in ways of thinking about elderly awareness
- Establishment of social security system for securing peace of mind in people's old age
- Utilization of the will and capabilities of the aged
- Strengthening regional power and effectively stabilizing regional society
- Realization of a safe and peaceful living environment
- Preparation for life in one's 90s beginning at younger ages and realization of generation cycles

Towards the realization of Dynamic Engagement of All Citizens In order to contribute to the deliberation for the formulation of the plan towards the realization of "Dynamic Engagement of All Citizens" aimed at the realization of the "New Three Arrows" including "a social security system that provides peace of mind," the "National Council for Dynamic Engagement of All Citizens" was held. On June 2, 2016, "Nippon 100 Million Total Activity Plan" was formulated, and efforts were taken in the direction of "zero nursing career drop outs". In order to achieve "Zero nursing career drop outs", in addition to improving the reception desk facilities for nursing care, improvement of the appeal of nursing care work, improvement of the treatment of care workers, employment of diverse human resources, improving the environment for nursing care such as comprehensively working on securing 250 thousand care workers as a pillar of

reduction of labour burden through improvement of productivity, and expansion of healthy life expectancy and reduction of nursing care burden, activity support for patients with incurable diseases, cancer patients, etc., it was decided to work towards realization of an all inclusive community.

**With respect to implementation of working culture reform,**

In September, 2015 "Working culture Reform Conference" was held, and after discussing about changing long hours work such as limiting the upper limit of overtime work, improvement of treatment

of non-regular employment by realization of same labour same wage, "Working culture Reform Execution Plan" was compiled in March, 2016.

As for "Promotion of employment of older people" that is one of the themes, support has been provided to companies that extend continuous employment after the age of 65 and have extended the mandatory retirement age until 65 years old, and measures to establish an environment promoting continued hiring of continuing employment age etc in the future and measures to build a system that allows senior citizens with diverse technologies and experience to contribute not only to one company but also to society widely have been included.

## Section 2 Implementation Status of Measures in each Field

### Principal initiatives

#### 1 Employment and Pension

##### **Approach to the realization of a society where people can work regardless of age**

Under Article 10 of the "Employment Measures Law" (Law No. 132 of 1964), we will continue to provide equal work opportunities for each worker, by continuation of the guidance and recruitment for workers, which are carried out in order to ensure thorough mandatory prohibition on age restriction, guidance etc. also, in order to promote the employment of elderly people in companies, we support employers, who are working to improve the employment environment of elderly people and who are eager to convert them into continuous employment by implementing older fixed-term employees, along with which in order to broaden the voluntary movement of companies, a "65-year-old employment promotion subsidy" that supports employers who extend the mandatory retirement age after 65 years of age and introduce a continuous employment system was established.

##### **Securing of employment opportunities in a variety of forms and shapes**

The "Act on the Partial Revision of the Act on Employment Insurance, etc." including the amendment of "Act on Stabilization of Employment of Elderly Persons" (Act No. 68 of 1971) which allows work of up to 40 hours a week only in Dispatch and Employment Introduction in the business category designated for each municipality by the prefectural governors with respect to work in the employment service centers for older people in order to respond to the diversifying needs of the elderly was revised, and was enforced on April 1, 2016, and after that requirement relaxation was made in Semboku City, Akita prefecture, in Youfu city, Hyogo prefecture, Shiga prefecture.

##### **Development of a workplace environment which allows striking of a balance between work and family**

We aim at preventing job drop outs due to nursing care, in order to improve the environment where it is easy to acquire nursing care leave etc., (1) the taking of nursing care leave separately (a total of 93 days in up to 3 times), (2) the creation of the system to exempt overtime work, (3) the taking of nursing care leave by half-day, including the amendment of Act on Childcare Leave, Caregiver Leave, and Other Measures for the Welfare of Workers Caring for Children or Other Family Members (Law No. 76 of 1991, hereafter referred to as the "Child Care and Family Care Leave Act") Act on Partial Revision" was enforced on January 1, 2017. To ensure smooth enforcement of the revised law, the Prefectural Labour Bureau intensively disseminated information through briefing sessions etc. before enforcement, and after the enforcement, instructed the business owners to ensure fulfillment of the law.

In order to cope with an increase in workers who leave for careers of families mainly middle-aged and elderly, in addition to promoting the spread of "Compatible model supporting compatibility to prevent nursing career leave", companies engaged in formulating and disseminating and promoting the spread of its response model when workers acquiring nursing care leave etc "Care support plan", improving work environments that can balance work and nursing care; supporting efforts towards compatibility between employer's work and nursing care, such as publicizing the symbolic mark "Tomonin" that companies can work with in the workplace environment that is compatible with work and nursing care, is also promoting continued employment of workers.

##### **Establishment of a sustainable and stable public pension system**

To increase the sustainability of the public pension system and to ensure the level of benefits of future generations, "The Act on Partial Revision of the National Pension Act,

etc. to Improve the Sustainability of the Public Pension System"(Act No. 114, hereafter referred to "Pension Reform Act") was established on December 14, 2016, Which stipulates the promotion of expanding employee benefits to part-time workers, exemption of insurance premiums for the First Insured Person before and after childbirth, revising indexation rules of the pension amount etc..

For people without pension benefit and from the point of view of linking the pension insurance premiums paid as much as possible to benefits, to shorten the minimum contributory period for elderly basic pension, etc. from 25 years to 10 years will be enforced from August 1, 2017, which was originally to be taken effect at the time of raising the consumption tax rate to 10% , however, this matter being urgent issue, its date of effect has been revised by "Law for partial amendment to the law that revises part of the National Pension Act, etc. for strengthening the financial base and minimum guarantee function of public

pension system " (Law No. 84 of 2016).

In addition, for the future, further expansion of social benefits to part-time workers will be taken from the viewpoint of further strengthening the pension guarantee function and increasing the income security of retirement age. From October, 2016, expansion of the application of employee insurance has been implemented for part-time workers in large companies.

#### **Promotion of asset formation etc. for the elderly**

By promoting the dissemination of workers' asset formation savings system, etc., promotion of planned property formation by self-help efforts of workers prepared for elderly age is also being implemented.

In addition, regarding the property management and contracts of elderly people with dementia, attempts to encourage the adult guardianship system that supports them are also being made.

## 2 Health, Long-term Care and Healthcare

### **Ensuring necessary nursing care service**

In order to secure nursing care personnel, by utilizing Integrated Securing Funds for Regional Medical and Long-term Care, in addition to supporting the efforts of all the prefectures towards promoting entry, improving working environment and improving quality, work on promoting new entrants and recalling career takers who left their jobs, through nursing care worker scholarship fund lending business and reemployment reserve lending business is in process. Also, in order to strengthen measures to secure nursing care personnel in areas where securing of care workers is particularly difficult, the second supplementary budget for fiscal year 2009 was expanded by doubling the amount of loans in the reemployment reserve lending business.

### **Implementation of measures to support the elderly with dementia**

In order to steadily implement the “Five-year plan for promoting dementia measures” (Orange Plan) announced in September, 2012 and to accelerate dementia measures, in January 2015, the “Comprehensive Strategy - To Realize Age and Dementia-Friendly Community (New Orange Plan)” (hereinafter, “Comprehensive Strategy”) was formulated. Also, at the time of formulation and announcement, a ministerial meeting on promotion of dementia measures was held. Based on the Comprehensive Strategy, it was confirmed that related ministries and agencies would work together on dementia measures. The Comprehensive Strategy is designed to comprehensively promote measures against dementia along 7 pillars. In order to achieve a society where the will of people with dementia is respected and they are allowed to continue living in the good environment of a place where they have lived for a long time as much as possible by 2025 when so-called baby boomers

become 75 years old and older, the Comprehensive Strategy and specifies numerical values for each policy with the end of FY 2017 as the target fiscal year for the time being. Specifically, measures have been promoted along with 7 pillars; (1) Raising awareness and promoting understanding of dementia, (2) Providing health care and long-term care services in a timely manner as the stages of dementia progress, (3) Strengthening the measures for early onset dementia, (4) Supporting those looking after people with dementia, (5) Creating age and dementia-friendly community, (6) Promoting research and development and disseminating the results of prevention, diagnosis, cure, rehabilitation model, and care model for dementia and (7) Promoting the standpoint of persons with dementia and their families.

### **Regarding the elderly medical care system**

In May 2015, a law to revise part of the National Health Insurance Law (Law No. 31 of 2014) to promote a sustainable medical insurance system was established, from the viewpoint of strengthening support among employee insurers on the basis of late-stage elderly people by employee insurers and to distribute the burdens according to their capability. The total remuneration was raised to half in fiscal year 2015, two-thirds in 2016, and from 2017, it was decided to carry out a complete remuneration.

### **Integrated and sustainable provision of home medical and nursing care in the community**

Based on the “Amendatory Law to the Related Acts for Securing Comprehensive Medical and Long-Term Care in the Community” (Act No. 83 of 2014) promulgated in June 2014, each prefecture established the Fund for Providing Integrated Community-based Healthcare and Long-term Care and supported projects for the improvement of home healthcare.

Under the same law, the projects relevant to the coordinated promotion of home medical care and nursing care have been positioned as the community support project of the “Long-Term Care Insurance Act” (Act No. 123 of 1997)

since FY 2015 under the same law, which enables municipalities to deal with the effort in coordination with medical associations of each municipality. In FY 2016, a training project to train municipal officials, etc. who are responsible for promoting efforts of home medical care / nursing care collaboration promotion project was conducted.

### **3 Social Participation and Learning**

#### **Social participation and creating life purpose for the elderly**

The government supported the social participation activities of community-based organizations for voluntary activities of the elderly including senior citizens' clubs and those of the elderly organized by prefectural and municipal governments in order to create meaning in their life and improve their physical conditions.

In addition, the Ministry implemented the "Project to Promote Activities to Allow the Elderly to Find Reasons for Living" which is designed to allow elderly people to conduct activities related to the purpose of living and health while gaining a certain income through paid volunteer activities, and to simultaneously promote activities which serve as a basis for the prevention of nursing care or as life support services, so that elderly people after retirement can spend a lively life with a role in communities.

#### **Developing an environment for agents such as citizens and NPOs, etc.**

To help citizens freely engage in social contribution activities, Cabinet Office engaged in an effort to promote the use of the donation tax system, and the Act on Promotion of Specified Non-profit Activities was revised in June 28, 2016 (effective April 1, 2017), and "shortening the period for reviewing certification application documents", etc. was carried out in order to contribute to prompt NPO corporation's establishment, Cabinet Office worked to smoothly enforce and inform the revised law. Also, information on citizen activities at the NPO was disseminated by the

website of the Cabinet Office.

#### **Development of the foundation of lifelong learning**

In order to promote the improvement of the environment linking the elderly people who are motivated to participate in the community and the place of activities, the forum for case studies and sharing how to build network of elderly and related people was held in Shimane, Hokkaido, Ehime and Tokyo.

In addition, in order to contribute to the enhancement of social education administration in prefectures and municipalities, attempts to train professional staff to become social education supervisors with excellent professional abilities were made.

### **4 Living Environment**

#### **Barrier-free public transportation, creation of walking space, improvement of road traffic environment**

With regards to barrier-free public transportation, based on the Act on Promotion of Facilitation of Movement, etc. of Elderly People, Disabled Persons, etc. (Act No. 91 of 2006), in addition to requesting companies to take efforts to follow obligations, the obligation to comply with the smoothing criteria such as the establishment of passenger facilities such as railway stations or large-scale improvements or introduction of new vehicles, etc. against the existing passenger facilities / vehicles etc. were also made, in the "Basic Policy on Promotion of Moving Facilitation", the maintenance targets until the end of FY 2020 were set up. Regarding the smoothing standard for public transportation etc., in order to spread use of barrier-free in the field of public transportation, under the review committee being held from October 28, the direction of the content of amendment by the end of FY 2016 was discussed. In the Basic Policy on Traffic Policy based on the Traffic Policy Basic Law (Law No. 92 of 2013) (the Cabinet decision in February, 2015), one of the goals is to make barrier-free more familiar, based on which attempts to

promote barrier-free transport are being made.

### **Promotion of universal design**

In order to implement measures to promote universal design and barrier-free transport for the realization of a symbiotic society, with the opportunity of the Tokyo Olympics and the Paralympics in 2020 and to leave it as a legacy after the event, in February 2016, the "Universal design 2020 related ministries etc. liaison meeting" was established, which was chaired by the Tokyo Olympic Games and the Tokyo Paralympics Competition Chair as chairpersons, and members of the relevant ministries and agencies that participated. Under the plenary session, the measures to be taken, such as making continuous and surface, barrier-free from the airport to the competition venue, promoting the barrier free transport nationwide, promoting the barrier free of mind. were discussed, and in February FY 2017 a related ministerial meeting was held which determined the "Universal Design 2020 Action Plan".

### **Ensuring Traffic Safety**

For smooth enforcement of the "The Act on Partial Revision of the Road Traffic Act" (Act No. 40 of 2015) including introduction of occasional cognitive test etc. in order to promote measures for elderly drivers (came into force on March 12, 2017), securing the implementation system of related affairs and budget, further cooperation with relevant agencies and organizations such as the Medical Association, dissemination and publicity of the new system, etc. was promoted.

Also, on November 15, 2016, in light of the successive occurrence of fatal accidents caused by elderly drivers in 2016, "Ministerial Council on Measures for the Prevention of Traffic Accidents by Elderly Drivers" was held. In response to this, in order to accelerate the review of the relevant administrative organs on further measures for the prevention of traffic accidents by elderly drivers and promptly take

measures based on the results of such review, on November 24, 2016, the "Working Group for Measures to Prevent Traffic Accidents by Elderly Drivers" consisting of director generals and other officials from relevant ministries was established under the headquarters for the Traffic Safety Headquarters (Headquarters: Minister of State for Special Mission). Based on the instructions from the Prime Minister, the working team will examine various measures concerning the ministries and agencies in charge and take urgent countermeasures as soon as possible, and make the overall compilation by June, 2017. Moreover, discussion of the themes that need further examination will be continued afterwards.

### **Promotion of Use of the Adult Guardianship System**

Regarding the property management and contracts of elderly people with dementia, attempts to encourage the adult guardianship system that supports them are also being made. The adult guardianship system is an important means to support those who have problems with management of property or daily life etc. due to dementia, mental retardation and other mental disabilities, and in order to comprehensively and systematically promote measures to promote its use, the Act on the Promotion of Utilization of the Adult Guardianship System (Act No. 29 of 2016) was established in April, 2016, and based on this Act and the discussion at the "the Commission on Promotion of the Adult Guardianship System", the Cabinet decided on the "Basic Plan for Promotion of the Adult Guardianship System" in March, 2017. The basic plan has policy objectives with the viewpoints of improvement of systems and operations that allow users to realize the benefits, creation of regional collaboration networks for advocacy of rights, prevention of fraud and establishing harmony with easy access.

### **Protection from malicious trade**

Since FY 2012, the Cabinet Office has been conducting a campaign promotion continuously using a variety of media as a public relations program of the government with a view to prevent special frauds (phone fraud etc.) targeting the elderly. In FY2016, from November, "The elderly fraud and trouble prevention, everyone is the protagonist!" as a tagline, with the main targets including the elderly person himself and his / her family as the side objectives, the awareness that it is important to contact us regularly, to call out frequently is being spread. In addition, the "Law for revising part of Act against Unjustifiable Premiums and Misleading Representations", partly including the amendment of the Consumer Safety Act was enforced in April, 2016(Act No. 71 of 2014. The consumer safety act, after revision by the same law is referred to as the "amended consumer safety act"). In order to construct "a watching over network" for the elderly in local communities, it was included that local public governments can establish Council for Ensuring Consumer Safety. CAA explained to local public governments about it. Efforts were also taken to promote the establishment of a watch-over network in each region, including collecting advanced examples of local public governments that established the Council for Ensuring Consumer Safety and preparation for publication. As a part of strengthening watching over by people around the elderly, the "Network Liaison Council for watching elderly consumers and consumers with disabilities" consisting of elderly groups, disabled groups, administrative organizations, etc. was established in March2017, where in it was agreed that "We will actively provide information to prevent consumers' troubles of the elderly and disabled," and "We will work closely with diverse entities to tackle consumer problems and tackle" watching over" etc.

### **Promotion of "communities for lifelong activities" (Japanese CCRC)**

From the viewpoint of regional revitalization, Cabinet secretariat is promoting town planning of "communities for lifelong activities" that allow middle aged and older people to migrate to rural areas or midtown as desired while interacting with residents of various generations and allow them to live healthy and active life through job, lifelong learning, participation in social activities, etc. and to receive medical care and nursing care as necessary. By the amendment of Local Revitalization Act, enforced on April 20, 2016, new measures were taken to allow local governments to receive special exemption measures concerning the procedure of business operators and new local grants under the condition that local governments receive certification of regional revitalization plans for "communities for lifelong activity." Regional revitalization plans related to this special measure were certified for 13 municipalities, during fiscal year 2016. Regarding grants-in-aid for the promotion of regional revitalization, 51 projects were subsidized in the "communities for lifelong activities" category. According to a questionnaire survey conducted in local governments, as of October,2016, 71 organizations respond that they have already started taking efforts for "communities for lifelong activities".

In addition, relevant ministries have cooperated to organize a "support team for formation of communities for lifelong activities" in order to support the efforts of local governments, and have conducted discussions and advice sessions, etc. to solve the problems emerging in the process of the attempts. In addition, in order to further promote the efforts of local governments, manuals in which helpful information is included for town planning of "communities for lifelong activities",such as human resource development programs for key persons and examples of business



models, etc. were published.

## **5 Vitalization of Markets Responsive to the Aging Society and the Promotion of Investigation and Research**

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### **Reinforcement of the foundation of the healthcare and long-term care services to eliminate concerns of the elderly and help them to enjoy life**

As measures to solve the problems of the shortage of healthcare and long-term care workers and uneven specialty and regional distribution of doctors, we have established the community medical service support centers (in every prefecture by FY 2016) and promoted team healthcare. Regarding medical entrance examination capacity, the entrance capacity of medical school in 2016 by 128 (the cumulative increase from FY 2008 is 1,637 people) has been increased. In addition, efforts aimed at establishing a system that can input healthcare resources according to the bedside and stably provide high-proficiency, efficient and high-quality medical services are being made.

### **To realize a secure and safe life for the elderly in communities**

In FY 2016 as well, regeneration of regional medicine led by local communities and enhanced home care are being promoted. Promotion of "community care conference" that specializes in medical care and nursing care, multifamily cooperation including various stakeholders in the area collaborate to examine support policies of individual cases, which promotes the development of living support tools at home through the use of information and communication technology, and promote the construction of a society where elderly people living in the area can receive their desired services.

### **Research and development related to efforts for information communication**

With regard to automatic operation of automobiles, which is expected to effectively solve various problems such as elderly accident countermeasures and mobility assistance, "Automatic Operation Strategy Headquarters of the Ministry of Land, Infrastructure and Transport" was launched and automatic driving technology aimed at measures against accidents involving the elderly and it was examined for implementation of automatic driving service based on "Road Station" etc. in mountainous area.

### **Policy research for a comprehensive promotion of measures for the aging society**

As a comprehensive survey on measures against aging society, a theme was set for each policy field for aging society, and the awareness and change of the elderly was evaluated. In FY 2016, surveys on the participation of the elderly in economic living, housing, living environment, and social activities were conducted.

## **6 Foundation-building by All Generations in Response to the Super-Aging Society**

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### **The application of women's abilities in employment and work**

Although disadvantageous handling due to business owner's pregnancy, childbirth, childcare leave, nursing care leave, etc. are prohibited by the Equal Employment Opportunity Law etc. already, in recent years, harassment from bosses and colleagues is also a problem. Therefore, the Equal Employment Opportunity Law and Child Care and Family Care Leave Act have been revised, and it is requested that employers and their colleagues take measures to prevent harassment concerning pregnancy, childbirth, childcare leave, etc. for nursing care leave etc. which was newly created (effective January 1, 2017).

In order to further promote the success of women in the Workplace, the "Act on Promotion of Women's Participation and Advancement in the Workplace" (Act No. 64 of 2015) was fully enforced in April 2016 the action plan formulation rate in the national, prefectural and municipal governments is 100%. The objective is to provide a "general employer action plan development support tool" that enables easy grasping of the status of active female employees, analyze issues, and formulate action plans, and to support efforts based on the laws of SMEs "We are promoting female success for small and medium enterprises", providing grants to business owners who have achieved the goals set in the actual action plan, as well as providing information on women's activities and action plans of companies, as a place where "women's promotion company database" to support the efforts.

#### **Promotion of countermeasures against irregularly employed workers**

It is important to understand the timing of when the employment situation was improving steadily and to promote improvement of treatment of those who want permanent employees to switch over to regular employees or to select non-regular employment. For this reason, a "regular employee conversion and treatment improvement plan" that summarizes targets and efforts related to regular employee conversion was requested and treatment improvement over the next five years at the "regular employee conversion / treatment improvement headquarters" with the Minister of Health, Labour and Welfare as the chief was formulated in January 2015. Also, headquarters were established at each Prefectural Labour Bureau, and each regional plan was formulated by March of the same year. Based on these plans, full-time employee conversion and treatment of irregularly hired workers is being promoted. Also, in order to promote and

expand "a variety of regular full-time employees" model that limits the duties etc. in response to the "The Japan's Plan for Dynamic Engagement of All Citizens" was created by the Cabinet in June, 2015, "Notice on Employment Management" where in symposiums and seminars, prepared model employment regulations, consulting and so on were also held, along with the public dissemination of information.

#### **Overall promotion of measures for child care support**

After the full implementation of the new system to support children and child-rearing in April 2015, exchange of information as well as exchange of opinions on operational problems facing each local government were conducted in order to gain an understanding of the situation, and the new system was publicized to guardians, business operators and relevant people of local governments by means of the distribution of pamphlets and Q&A as well as the holding of briefings for a smooth operation of the system.

In addition, following the budget for 2015, in the initial budget for 2016, while the increase in consumption tax to 10% was postponed, not only quantitative expansion, the budget necessary for implementing all matters pertaining to "improvement of quality" planned to be implemented on the premise of securing a financial resource of about 0.7 trillion yen secured by raising consumption tax to 10% has also been posted.

In addition, in parallel to the implementation of the new system, the "Child and Child-rearing Headquarter" was established in the Cabinet Office to integrate the financial support such as common benefits to centers for early childhood education and care, kindergartens and nursing schools and benefits to small-scale nursing into the Cabinet Office. On the other hand, from the perspective of securing consistency with the School Education Act System and Child Welfare Act System, the Cabinet Office, the Ministry of Education, Culture, Sports, Science